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# **SPEECH**

BY THE

**Hon. G. W. Ross,**  
LL.D.

**Minister of Education,**

ON

## **The Policy of the Education Department**

*Delivered in the Legislative Assembly, March 4th, 1897.*

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"A system of public instruction almost IDEAL in the perfection of its details and the unity which binds together in one great whole all the schools from the Kindergarten to the University."—(Award of Jurors at World's Fair, Chicago, 1893.)

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**Toronto:**

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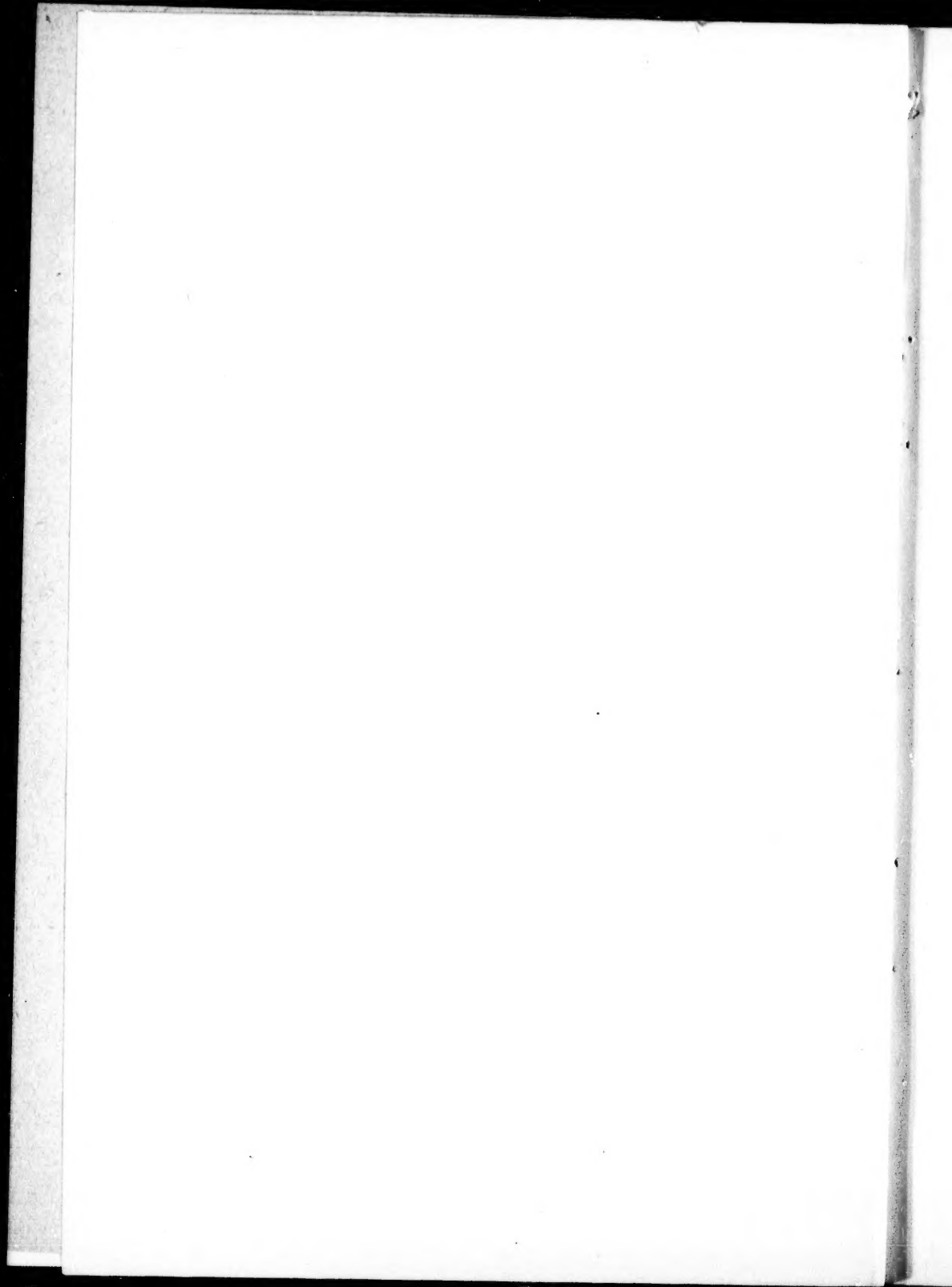
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# POLICY

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### ADDRESS

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After referring to some of the criticisms of the Opposition on questions of general policy, Mr. Ross then proceeded to consider the criticisms on the Education Department. He said: "I do not consider it necessary to discuss the subject of School Examinations as an academic question. Everybody admits the utility of examinations for two purposes, (1) as a guide to the student with respect to the thoroughness of his work and the extent and accuracy of his acquirements, and (2) as a guarantee to the public of scholarship. The value of examinations depends very largely on the judgment of examiners. No doubt they are liable to abuse. They are often technical rather than comprehensive—a test of memory more than a test of judgment. To such contingencies all examinations are liable, and yet, in every University and College in the world, and under every known organized system of education, they are considered an indispensable test of promotion as well as of attainments. To say that examiners should be broader-minded and teachers and professors should pay more attention to the instruction of their pupils and students, regardless of the consequence of the examination, is to state what everybody admits is the first duty of an educator.

It is useless in a discussion like this to cite authorities with regard to the value of examinations. The people of Ontario would not consent to the abolition of examinations either in Public or High Schools, or for teachers, lawyers or doctors, and whether it be a written examination conducted as at present or some other test, examinations we must have to distinguish between the qualified and unqualified, so far as they are capable of serving that purpose.

### NUMBER OF EXAMINATIONS.

There is no truth in the statement that the Education Department has increased the examinations of either pupils or teachers.

In 1875, the last year of Dr. Ryerson's administration the following examinations were authorized by the Education Department :

- (1) Quarterly examinations for Public School pupils.
- (2) Half-yearly Entrance examinations to High Schools and Collegiate Institutes.
- (3) Two Intermediate examinations for High Schools.
- (4) An examination for teachers' certificates in Remote Townships.
- (5) An examination for Assistant Public School teachers.
- (6) An examination for Monitors.
- (7) A separate examination for District certificates.
- (8) Four examinations for Third Class Provincial Normal School certificates (2 professional and 2 non-professional.)
- (9) Four examinations for Second Class Normal School certificates (2 professional and 2 non-professional.)
- (10) Four examinations for First Class Normal School certificates (2 professional and 2 non-professional.)
- (11) An examination for High School Assistants.
- (12) Two examinations for County Model Schools.

The examinations now in force over the same field are :

- (1) Two examinations (one each half-year) for Public School pupils.
- (2) One Public School Leaving examination, (to be combined with 1st Form in 1898).
- (3) One Entrance examination.
- (4) One examination of each High School Form counted as four.
- (5) One County Model School examination instead of two.
- (6) Two Normal School examinations for Second Class certificates.
- (7) Two Normal College examinations (including Specialists') to be reduced to one at the end of this year (1897), or a total of 13.

By the regulations of 1896, provision is made for the farther reduction of these examinations to eleven by combining the Public School Leaving with the First Form examination and by dropping the December examination of the Normal College. There still remain three examinations of a special character, viz :

- (1) The District examination for French-English teachers ; (2) The exam-

ination for Assistant Kindergartners ; and (3) The examination for Kindergarten Directors. These examinations were not necessary in Dr. Ryerson's time, as the schools to which they relate were not established till recently. If, as is alleged, examinations are injurious to our School system, surely credit should be given for their reduction from 27 to 11, the lowest number possible if they are to be retained at all.

#### COURSE CAN BE COMPLETED WITHOUT EXAMINATION.

Besides it should be remembered, (1) That every Public School pupil can complete the full course of study prescribed for Public Schools without taking any Departmental examination whatsoever. (2) That a pupil who has once passed the Entrance examination to the High School can complete the whole course of study for High Schools without interference by any Departmental examination. That is to say, a pupil may remain in school from the time he enters as a Kindergarten pupil at four years of age until he has completed the High School Course of Study, at which time he would probably be from 16 to 18 years of age, without any examination except the Entrance examination. (3) By combining the examination for matriculation into the University with the Departmental examinations, the High Schools have been relieved of as many examinations practically as there are Universities in the Province. When I assumed office, every University had its own Matriculation examination, and every High School was required to prepare pupils for the University of their choice ; this examination was usually held in May. Now there is but one University Matriculation examination for all the Universities of Ontario ; it is held at the same time as the Departmental examinations and the standing obtained by candidates is accepted by the Department as the non-professional test for Second Class teachers.

#### THE EXAMINATION OF TEACHERS.

The simplification of teachers' examinations is equally significant. For instance in 1875 there were 17 different standards of qualification required in the case of Public School teachers. In 1897 there are only four standards, viz., First, Second, Third and District. In the same year there were 7 standards for High School teachers, viz., University Degree, Inspector's Certificates, a First Class certificate of three grades and a Second Class certificate of two grades. Now there are but three standards, viz., a Degree in Arts simply, a Degree with Honors (Specialists' standing) and an Assistant's certificate. Taking the Public and High Schools together, six grades of certificates have been substituted for the 24 grades recognized in 187 .



### THE CENTRALIZING OF TEACHERS' CERTIFICATES.

It is not true that the Education Department fully controls the issue of teachers' certificates. Under Dr. Ryerson, the Council of Public Instruction issued Provincial certificates to First, Second and Third Class teachers. County Boards had power to issue First, Second and Third Class certificates, limited however, to the jurisdiction of their respective Counties. The Education Department now issues certificates only to the First and Second grades, the County Board still retaining the power of issuing Third Class certificates. In 1896 there were awarded by County Boards 1,549 certificates and by the Education Department 560 certificates. The County Boards appointed by the County Council, as they have done for half a century, control the majority of those who enter the teaching profession. True, the examination conducted by County Boards is limited to the professional attainments of the candidate, but as the Board has the power to reject any candidate whose scholarship appears to be defective, it still has substantial control with regard to the qualifications of Third Class teachers. Besides the policy of conducting all the examinations of the Province through the Education Department was accepted by the country before I assumed office in 1883. For instance, in 1871, that is 26 years ago, the papers for 1st, 2nd and 3rd Class certificates were sent out to the County Boards by the old Council of Public Instruction. The answer papers of candidates for 1st Class certificates were read under the direction of the Council and those for 2nd and 3rd class certificates by the County Board of Examiners. In 1877, the Education Department assumed the reading of 2nd Class papers and in 1881 of 3rd Class papers. Except, therefore, as to minor details, the examinations of the Education Department are now conducted as they were 16 years ago.

### POWER OF EXAMINERS.

It is said that the Minister of Education, by appointing examiners to read the answer papers of candidates at the Departmental examinations, exercises an undue influence over the profession. It is not true, however, that the examiners are appointed by the Minister of Education. By the Education Department Act 1896, an Educational Council composed of 11 persons was constituted for the purpose of conducting the Departmental examinations. The selection of the examiners is made by this Council from lists sent in by the Minister of Education; these lists contain at least twice the number of persons required as examiners. From this list the Educational Council makes its choice without any interference on the part of the Minister of Education, and in order that there might be no appearance of interference on his part, the list submitted in 1896-97 contained more than twice the number of persons appointed.

The examiners who prepare the examination papers are selected by the Council without any reference to the Minister of Education. May it also be observed that the Members of the Council are men of the highest standing and not likely to be influenced by any political or improper motive or to listen to any suggestion to that effect. The following are the names of the Members of the Council for 1897 :—James Loudon, M.A., LL.D., President, Toronto University ; The Honorable J. MacLennan, B.A., LL.D., Justice of Appeal ; Professor N. Burwash, M.A., LL.D., Chancellor, Victoria University ; Professor William Clark, M.A., D.C.L., F.R.S.C., of Trinity University ; Professor A. P. Knight, M.A., M.D., Queen's ; Professor A. C. McKay, M.A., McMaster ; Professor W. J. Alexander, B.A., Ph.D., Toronto ; Professor Alfred Baker, M.A., Toronto ; Principal J. R. Teefy, M.A., LL.D., St Michael's College ; Alexander Steele, B.A., and John Dearness, Inspector of Public Schools.

#### TEACHERS AS EXAMINERS.

Is there any objection to the appointment of teachers as examiners ? Why should they not be allowed to pronounce upon the qualifications of those who seek admission to their profession as the lawyers and doctors pronounce upon those who seek admission to their profession ? Before I entered upon my duties, the examination of teachers was largely in the hands of Medical students, University undergraduates, Law students, Clergymen, and of persons who had retired many years before from the teaching profession. Even County Boards having charge of the local examinations were similarly constituted, and although in some respects they discharged their duties faithfully, still I considered it was unfair to the teaching profession to be excluded from the privileges accorded to all other professions.

#### CENTRALIZING TENDENCIES ELSEWHERE.

I have already shown that the so-called centralizing policy of the Education Department is not of my doing. That was begun under Dr. Ryerson in 1871 and fully completed in 1881. I may remark farther that, whether right or wrong, the policy of the Education Department of Ontario, with regard to examinations, has been adopted by every Province of the Dominion of Canada. It is, therefore, not necessarily an incident of the political relation of the Department to the country. In all the other Provinces the heads of the Department have no political affiliations whatsoever, and yet, no doubt acting from the best motives, as I believe we have done, they conduct all examinations as we do ; in fact, their regulations are almost a verbatim copy of ours. If the Department of Education is wrong, therefore, in taking the control of the examinations of Public and

High Schools and of teachers, it is in good company, and if you choose, in non-political company. The best men in Prince Edward Island, Nova Scotia, New Brunswick, Quebec, Manitoba and British Columbia support this policy in their respective Provinces, and I believe the best men in Ontario support it in the Province of Ontario. Then if we turn to the United States where decentralization might naturally be expected to control all the movements of Government, we find that in fifteen States uniform examination questions are required by law to be prepared either by the State Superintendent, the State Board of Education or the State Board of Examiners. In most of the States the same authorities are empowered to fix uniform dates for examinations and to prescribe rules and regulations for conducting the same. In a very large number of States which have not yet gone so far, there is a system of special State certificates granted by the State Board which are valid in any portion of the State. In nearly all of the States, the Course of Study is prescribed by the Central authorities and the percentage which candidates are required to make, similarly fixed. In the State of New York there is a standing Board of Examiners paid annual salaries ranging from \$800 to \$2,500, by whom the examinations of teachers are conducted. Instead of one examination a year, as we have in Ontario, examinations are held six times per year; the expense of these examinations is borne by the State instead of by the candidates as in the Province of Ontario. In England, Scotland and Ireland, certificates are awarded on examinations directed by the Department of Education; and in Germany and France the Central authorities have a potent voice in determining the standard of the qualifications of teachers.

#### COST OF EXAMINATIONS.

Then it is said the examinations of the Department are very expensive. Indeed some go so far as to say that the examinations should be conducted without any charge, whatsoever, to the candidates. I see no reason for dispensing with examination fees in the case of candidates who take the examination for professional advancement. Hon. gentlemen are no doubt aware that in the whole list of departmental examinations there is but one examination required as a test of scholarship which has no professional value, namely, the Entrance to High Schools. For that examination there is no fee, unless required by the local authorities. The Public School Leaving examination is not obligatory except as part of the examination for a teacher's certificate. All the examinations then of the Education Department, except the Entrance, have a financial value and should be paid for by the person to be benefited. Why should not teachers pay the cost of their examinations as well as doctors, lawyers,

dentists, and all other candidates for professional recognition? In 1877, 8,288 teachers were examined by County Boards of Examiners and by the Department at a cost to the taxpayers of \$20,552. In 1896, the cost of the examinations fell entirely upon the shoulders of those who were seeking professional advancement by that means.

A comparison of the cost of the examinations of the Education Department with examinations conducted by other bodies will show how economically this work is done.

The Civil Service examination.....	1895....	cost \$3.43 per candidate.
College of Physicians and Surgeons .....	1896....	" \$6.03      "
Law Society.....	1896....	" \$6.77      "
University .....	1895-96..	" \$5.41      "
Education Dept. and County Boards.....	1876....	" \$3.80      "
Education Department .....	1896....	" \$3.12      "

The average time allowed for candidates and the average number of subjects allowed in the case of Law, Medicine and Arts is but slightly in excess of the time allowed and the number of papers assigned to candidates by the Education Department, and yet the examinations cost nearly twice as much. The time allowed for the Civil Service examination was but one hour on an average to each paper as against two and a half required by the Department, the number of subjects to each candidate was from 5 to 6 as against an average of from 7 to 8 of departmental candidates. Compared with the Civil Service examination, then the examination conducted by the Education Department for the people of Ontario at a cost of \$3.12 per candidate would have cost the country, if conducted under the old regime at Ottawa, \$5.71, or nearly double.

#### COST OF TEXT BOOKS.

I will not undertake to discuss the cost of text books at this stage of the debate, but will content myself with one or two comparative statements which prove conclusively that the supply of text books cannot be regarded as a serious burden upon the people of this Province. In Toronto by the action of the Board of Trustees the cost of supplying text books is a charge upon the ratepayers. In 1896, there were enrolled in Toronto 28,938 pupils. These were supplied with text books at a cost of \$4,917.48, or less than 18c. per pupil. In the State of Massachusetts, where the pupils are supplied with free text books, prepared under regulations less stringent than those authorized by the Education Department of Ontario, the text books cost on an average \$1.62 per pupil. An estimate made by my Department four years ago places the average cost per pupil for the whole Province, at 33c. As to the quality and the

character of the text books themselves, the award of the Jurors at the World's Fair in 1893 ought to set all doubts at rest.

#### ARE THE PUBLIC SCHOOLS NEGLECTED?

It is said that under the present system of administering the School Law, greater attention is paid to higher education than to the interests of pupils attending the Public Schools. Can this complaint be established by reference to the statistics of our schools or by the appropriations made from time to time by the Legislature. It is true that the attendance at the Public Schools has been almost stationary, while the attendance at High Schools has more than doubled in the last twenty years. Why has the attendance at the High Schools doubled? Is it not really on account of the efficiency of the Public Schools? For thirty years pupils were admitted to the High School by examination, and presumably all who were qualified to pass were so admitted. If the attendance is greater now is it not because the Public Schools have qualified a greater number for admission and have done so because of their increased efficiency? For instance, in 1877, the teachers of Ontario sent up for Entrance to the High Schools only 7,383 pupils, of whom 3,836 passed the examination. In 1896 they sent up 16,696, of whom 10,240 passed, or nearly three times as many as passed in 1877. What more conclusive evidence could be submitted of the growing efficiency of the Public Schools? It may be said that the teachers are young and inexperienced, that their methods are mechanical and that there is a great deal of what hysterical people call "cram," but in the face of the above statements there is no room for two opinions with regard to the advancement of our Public Schools.

#### CLASSIFICATION OF PUPILS.

If Honorable gentlemen would examine the tables in my Report which show the classification of pupils they would find further proof of this statement. For instance, in 1882 there were in the Fourth Form of our Public Schools, 71,740 pupils, and in 1895 there were 90,181 pupils, an increase of 25 per cent. in 13 years in the number of pupils qualified to do Fourth Form work. In the same year there were in the Fifth Form 10,357 pupils and in 1895, 17,936 pupils, or an increase of 70 per cent., while the increase in the total enrolment of pupils in the same period of time was less than 3 per cent. Surely these increases mean something.

#### QUALIFICATIONS OF TEACHERS.

The advance made in the standing of teachers, while not as satisfactory as one could desire, is not without encouragement. In 1882 there were employed in the Public Schools of the Province, 246 First Class teachers ;

in 1895 there were employed 276, or an increase of ten per cent. In 1882 there were employed 2,169 Second Class teachers ; in 1895 there were employed 3,265 or an increase of 50 per cent. In 1882 there were employed 3,471 Third Class teachers ; in 1895, 4,412 or an increase of 27 per cent. During the same period of time, the teaching force of the Province rose from 6,857 to 8,913, or an increase of 30 per cent. The higher grades of teachers, it will be seen, have increased in a greater ratio than the growth of the profession. Of those who received a Normal School training, there were in 1882, 1,873, and in 1895, 3,261, an increase in 13 years of 70 per cent. Can Hon. gentlemen opposite show a more gratifying increase in any other Province of the Dominion, where it is said the non-political system of education exists ?

#### IS THE PROFESSION BEING DEGRADED ?

I have noticed in the Press, that I am charged with degrading the teaching profession. This could only be done by lowering the standards of admission to the profession, or by making the profession less honorable in public estimation. No one who has studied the curriculum for admission to the profession will say that its standards have been lowered. Not only is the course of study more comprehensive than it has ever been in Ontario, but the examination is more thorough and greater accuracy of scholarship insisted upon than in former years. Teachers of public schools are not to be judged by the standards which we apply to graduates of a University, and reasonable allowance should be made for their inexperience and immaturity. But those who have any doubt as to their attainments have only to sit down and attempt to answer the papers on which they have obtained their standing, or to master the course of study through which they have passed and they will have some idea of what is required even of a Third Class Teacher. Twenty years ago, women were admitted to the profession at sixteen years of age, now eighteen years of age is the minimum for Public Schools, and twenty-one for High Schools. Twenty years ago there were only 1,084 teachers in Ontario who were trained in a Normal School ; in 1895 we had 3,261 Normal trained teachers. Twenty years ago 6,468 teachers in the Province entered upon their duties without any Model School training. What is meant by discrediting the intellectual and literary standing of the teachers of the Province ? Is there any other body of men and women in this country to be compared with them in moral standing or in personal and educational accomplishments generally ? Or can anything more harmful be imagined than the effect upon the children attending our Public Schools of discrediting their attainments. Once let the impression go abroad that our teachers are unlettered, incapable, immature and incompetent and you produce a condition of things which will take years of patient labor to overcome.

## TEACHERS' INSTITUTES.

Objection has been taken to the appointment of a director of Teachers' Institutes because the presence of such an officer of the Department at teachers' meetings might prevent teachers from speaking as freely on questions of educational policy as they might desire. As the director of Institutes is unable to attend more than half the meetings annually held, the bondage imposed upon them cannot be very severe even if the objection were well founded. The Teachers' Institutes are entirely controlled by a committee of the teachers themselves, and they are at perfect liberty to discuss any school question they like ; and I have yet to hear that the director has either overawed their discussions or interfered with their deliberations in any respect. In the United States, where freedom of speech is unlimited, the Education Department of many of the States has a corps of directors whose business it is to conduct institutes and address the teachers as we do in Ontario, and although I am a careful reader of the American Journals of Education I have not seen it stated anywhere that the good offices of the Education Department have been misconstrued, as I fear they have been in this case. As an evidence of the importance attached to Institute work, I may mention that the Education Department of New York State employs 10 directors at a cost of \$35,222. Massachusetts employs 5 directors, and other States are equally active in their efforts to promote a professional *esprit de corps*, and to improve the literary and social standing of their teachers.

## TEACHERS' SALARIES.

The marvel is that with the moderate salaries paid to teachers we are able to obtain so much talent and so much efficient labor as we now obtain. Perhaps the greatest reproach to the School System of Ontario is the inadequate remuneration of the teacher. For instance, the average salary of male teachers in the United States is \$46.80 per month, and of female teachers \$39.41 ; in the Province of Ontario the average salary of male teachers is \$34 a month, and of female teachers a little less than \$25 a month. In the States bordering on Ontario, commonly called the North Atlantic Division, the average salary for males is \$61 a month, and for female teachers \$43 a month. In England and Wales the average salary for a certificated master is £121 6s. 7d., and for a certificated mistress £81 3s. 3d., with, in many cases, a house, fuel and light free. In Scotland, noted for its educational advancement, the average salary of a master is £139 1s. 6d., and of a mistress £66 19s. 7d. If men and women are to make teaching a profession in the true sense of the word, greater inducements must be offered than the people of Ontario now seem to think necessary.

## OUR HIGH STANDARDS.

But while it may be impossible from any action of the Department to secure for the teacher such remuneration as would place him in the same rank as other professions, it would be very unfair to say that the Education Department has not endeavoured to improve the condition of the teaching profession. By raising the standards for admission to the profession, he has the assurance that the incapable and incompetent will not be allowed to compete with him either for the honors or the emoluments of his profession. By securing for him better facilities for his professional equipment, he is guarded against failure, and is enabled to command by his success the respect of those whom he serves—certainly no mean advantage. By employing him in all Departmental work for which he is qualified by experience, his usefulness as a public officer is acknowledged. To say that his liberty as a citizen is interfered with by the Department, is to say what no one believes, and is as good an instance of what is mythical as the abode of the Great Indian Spirit.

## THE ADVANCE IN HIGHER EDUCATION.

By the criticisms made with regard to higher education, one would think the Education Department has been guilty of some great crime in the efforts it has made to improve our High Schools. It surely cannot be possible that we have become so saturated with the socialism of the age as to believe that a nation can be produced on elementary education pure and simple. Such an assumption would be contrary to all history and to all experience. As I have already said in this House more than once, if we are to have efficient elementary schools we must encourage generously the High Schools where the teachers of the Province are trained, and from which our Universities get their supply of students. High Schools are not maintained for purposes of higher education alone. It is a mistake to say that their chief use is to prepare students for the University. That is one purpose they serve, but for every student prepared for the University last year, our High Schools prepared more than six persons for the teaching profession, or to be exact, 527 persons matriculated from our High Schools last year, and 3,238 obtained teachers' certificates, or more than 6 to 1; and of the others who left the High School as having completed their course, 1,112 returned to the farm, 1,201 to business and 503 were destined for some learned profession. The High School, therefore, in its work touches all the springs of our national life—Public Schools, Separate Schools and Private Schools. It reaches the pulpit, the bar, the surgery, the hospital, the farm, the counting house. Even the Legislature has been enriched by the training which its members have received at some High School of the Province. Let me submit one or two evidences of the efficiency of our High Schools. Take the following as the



most striking : In 1876 the High Schools of Ontario sent up only 76 candidates to the examination for first-class certificates, and of these 11 passed, an average of about one candidate to 10 High Schools. In 1896 our High Schools sent up 643 candidates to the examination for first-class certificates, and of these 312 passed, or nearly thirty times as many. In 1876 our High Schools passed 124 candidates for second-class certificates, or a trifle over one candidate to each High School. In 1896 our High Schools passed 1,725 candidates for second-class certificates, or fourteen times as many to each High School. In 1876 the work of matriculation was represented by 126 successful candidates, again an average of about one candidate per school ; in 1896 the work of matriculation was represented by 527 successful candidates, or over four to each High School. This I consider a most creditable showing for the teachers of the High Schools of Ontario.

#### HIGH SCHOOL COURSES OF STUDY.

It is sometimes said that our whole School System, and particularly our High School System, is subordinate to the University and has no other object in view than to direct students towards a University career. Now, while a University career is a thing to be sought for and not despised, it is but fair to say that our High School course, as well as our University course of study, has broadened very much in the last twenty years. To suggest anything else would be a reproach to all the Universities of Ontario. Not only has the High School course broadened with respect to the study of English Composition and Literature, but Scientific studies, so important in the industrial development of the country, have been greatly enlarged. In the last ten years every Collegiate Institute has been fitted up with chemical and physical laboratories that would do credit to a University. Some of them are even better than the laboratories in some of our Canadian Universities at the present day, and as a result we have the following condition of things, viz., in 1882 there were 2,880 pupils taking a course of Physics in our High Schools, and in 1895 9,887, or more than three times as many. In 1882 2,522 pupils were taking a course in Chemistry, and in 1895 5,671. In 1882 Botany was not studied in our High Schools ; in 1895 11,941 pupils were studying Botany. And when we come to consider the more practical subjects, the results are equally satisfactory. For instance, in 1882 3,441 pupils took the course in Drawing ; in 1895 this course was taken by 14,593 pupils. In 1882 5,642 pupils studied Book-keeping and Commercial Transactions ; in 1895 the same subjects were taken by 14,164 pupils. In the last four years 12,242 High School pupils took the examinations prescribed for the Commercial course. Can it be shown that in any other province the work of higher education is conducted in a way better calculated to improve the intellectual outfit of the people ?

## FINANCIAL AID TO HIGH SCHOOLS.

But it is said that the Government encourages High Schools to the neglect of the Elementary Schools. Is it any fault of the Department if the people of Ontario, in their anxiety to provide higher education for their children, invest their money in High Schools and employ teachers at advanced salaries, that the Government should respond to that sentiment generously? Is it not a fact that no High School can be established without the approval of the County Council first had and obtained, and that every movement for a High School must therefore come from the people. Should the Education Department restrain the desire of the people for the education of their sons and daughters? Is it not a remarkable fact, in spite of what is said by our critics, that not a single High School in Ontario has been abolished since Confederation? Are they wiser than the High School trustees who manage the High Schools, or the people who pay the taxes for their maintenance? So far from the Government aiding High Schools in proportion to their growth, the fact is, that it has acted with scant liberality towards them, having regard to the number established and the work they are doing. For five years the grant to High Schools has not been increased by a single dollar, while in the same time, the grants to Public Schools have been increased by \$40,646. For twenty years the attendance at Public Schools has been almost at a standstill, the increase being only three per cent., while the attendance at High Schools has increased nearly threefold, or from 9,229 to 24,662 pupils, the increase in the last thirteen years being over 100 per cent. In 1882 the grant per pupil to High Schools averaged \$6.81, last year the grant per pupil was only \$4.05. Is this supporting higher education beyond the evident demands of the people? Is this Legislature to assume the educational censorship of the people of Ontario and to say to them, you may tax yourselves as liberally as you please for the elementary education of your children, and we will meet you as far as we can, but if you wish to secure for your children a higher education, then this Legislature will grant you no farther assistance. Such a policy might do for Abyssinia or Patagonia but not for the Province of Ontario.

## COMPARISON OF GRANTS.

Without waiting to discuss the relative value of elementary and higher education, let us appeal to the Public Accounts and see what the actual increases to Public and High Schools respectively have been since 1871. My first statement will be the actual amount in hard cash paid directly to the ratepayers for School purposes. In 1871, the year before the Government assumed office, the grants for Elementary School purposes (including Public, Separate and Poor Schools), was \$178,975; in the

Estimates for this year the vote for Elementary Schools (including Public, Separate, Poor, Kindergarten, Night Schools, Public School Leaving and Continuation Classes) is \$312,938, or an increase of 74 per cent., while the increase of pupils since 1871 was only 9 per cent. In 1871 the grant paid to High Schools and Collegiate Institutes was \$69,986; the vote for this year is \$114,450, or an increase of 44 per cent., while in the same period of time the pupils increased 229 per cent. This does not look much like discrimination against Public Schools. If, however, we included in the grants to Public Schools all the moneys which go directly for the development of our School System, such as the cost of inspection, the maintenance of Normal and Model Schools, Teachers' Institutes and examinations, we find that in 1871 the Elementary Schools were benefited to the extent of \$208,892, and in 1897 it is proposed to pay them \$447,978, an increase of 115 per cent. With regard to High Schools, a similar statement would show that in 1871 they were aided to the extent of \$72,986, and in 1897 it is proposed to pay them \$114,450, an increase of 57 per cent.—less than half the increase to Public Schools. Our treatment of the Poor Schools is worthy of notice. In 1871 the Poor School grant was \$5,990; this year it is proposed to make it \$59,000. Taking all the grants made by the Education Department for all School purposes whatsoever, such as the items already mentioned and in addition the maintenance of our Museum, Public Libraries, the School of Science and sundry literary institutions, the grant in 1871 was \$335,659, and the Estimates for 1897, \$717,927, showing an increase of 114 per cent.

#### THE GROWTH OF THE UNIVERSITY.

My statement would be incomplete without a brief reference to the development of University education in the last twenty years or more. A system of Education that does not stimulate sufficiently to lead to the University is weak and ineffective. The varied promotions which lie along a pupil's way are all tests of his fitness for undertaking the heavier work of University training. The list of matriculants for a University is practically therefore a list of the survival of the fittest for a University career. The Register of the University shows that in 1871 there were 245 students enrolled; in 1881, 347; in 1891, 572, and in 1897, 957, besides 293 in Medicine and 100 in Science, or a total of 1,350.

#### TECHNICAL EDUCATION.

The efforts of the Education Department to promote the education of the artisan class is frequently overlooked. This course consists of free-hand drawing, model drawing, perspective, geometry, machine drawing, building construction, modelling in clay, woodcarving, wood-engraving,

etc. The following table shows the growth of technical education since 1883 :

	1883.	1896.
No. of Art Schools and Technical Classes.....	1	68
Certificates awarded in Primary Courses.....	124	4,356
Advanced Course.....	31	379
Mechanical Course .....	1	42
Modelling and Wood-carving.....	0	142

There have been issued in all since 1883, 45,898 certificates of proficiency in the Primary Course, of which 2,299 were teachers' certificates; in the Advanced Course 2,836 proficiency certificates and 160 teachers' certificates; in the Mechanical course, 1,011 proficiency certificates and 30 teachers' certificates. For these classes the Government gives an annual grant in proportion to the number of pupils in attendance.

#### PUBLIC LIBRARIES.

The growth of Public Libraries is an important feature of the work of the last fourteen years, and the extent to which Libraries have been used by the people of Ontario is a very gratifying sign of increased intellectual activity as a result of their advanced education, as the following statement shows :

	1883.	1896.
Public Libraries reported .....	93	319
No. of Members and Readers .....	13,672	93,436
No. of Reading Rooms .....	59	197
No. of Newspapers and Periodicals .....	1,540	5,601
No. of Volumes in Libraries.....	154,093	658,696
No. of Volumes issued .....	251,920	1,917,365

It is important to notice that there is a growing disposition to read useful and instructive literature, as the following table shows :

	1890.	1896.
No. of Volumes issued in History .....	26,093	92,840
“ “ Biography .....	23,401	39,863
“ “ Voyages and Travels .....	67,465	125,175
“ “ Science .....	39,063	80,025
“ “ Literature .....	56,104	151,229
“ “ Religious Literature .....	18,814	36,082
“ “ Poetry .....	11,623	22,790
“ “ Fiction .....	526,631	933,856
“ “ Tales and Essays .....	119,251	385,001
“ “ Works of Reference .....	32,720	50,504
Total.....	921,165	1,917,365

While there is no objection to the reading of the works of the great masters of fiction, such as Scott, Dickens and Thackeray, it is very gratifying to notice that the percentage of Fiction read during 1896 is 48 per cent. as compared with 57 per cent. in 1890. In 1880, the amount of fiction read was 80 per cent. of the whole reading. From a statement furnished by Mr. James Bain, Librarian of the Toronto Public Library, I found that the number of vols. of fiction taken from the library in 1885 was 64.5 per cent. of the whole issue of works, and in 1896, only 46.8. He also states that there was no change in the classification of the library during that time. The increased attention paid to the study of History and Science and Literature may be very reasonably credited to the increased interest aroused in these subjects by the improved course of study and methods of training now prevailing in our High Schools and Universities. In considering the results to which I have called attention, it is well to remember that there has been no change in the classification of books in the meantime.

#### SCHOOL OF PRACTICAL SCIENCE.

Besides the Technical Instruction given in the evening classes, liberal provision has been made for advanced instruction to mechanics and artisans in the School of Practical Science. The course of study includes instruction in Engineering in all its departments, such as Civil Engineering, Mechanical Engineering, Electrical and Mining Engineering. There is also a full course in Land Surveying, Architecture, Mineralogy and Geology and Assaying. Short courses have been established for mining prospectors—the class of 1897 numbering 34. Special courses are provided for those who desire to take up only one department of the work carried on in the school. The equipment enables students to get a practical knowledge of the machinery used in connection with the subjects of their course, and in this age where the steam engine and electrical motor play such an important part in the industries of the country, the value of such training is hard to over-estimate. Already many of the graduates of the School of Science have distinguished themselves as engineers in large public works, and no one requiring a thorough course in practical mechanics need now go abroad for an education. About \$240,000 have been expended upon the building and its equipment, and as an evidence of its growth I may state that in 1882 the total expenditure for salaries and contingencies was only \$4,888, while the estimates for 1897 call for an expenditure of \$21,750. So great has been the demand for the technical education thus afforded that in 15 years it has been found necessary to increase the staff from year to year. In 1882 the work of the school was carried on by two professors—one in Civil Engi-

neering and one in Chemistry. In 1897 there are 3 professors, 5 lecturers, 5 fellows and an engineer. In 1882 the attendance numbered 33 : in 1897 it was 175.

#### THE GROWTH OF URBAN POPULATION.

The complaint is made that the system of instruction directed by the Education Department tends to the transfer of the rural population of the Province to the cities and towns. That the rural population has in recent years gravitated towards the cities and towns is beyond question, except in the case of the Province of New Brunswick. The following table taken from the Statistical Abstract, published by the Census Department, 1894, page 146, shows the relative urban and rural population according to the census of 1871 and 1891 :

Urban population.	1871.	1891.
Ontario .....	19.4	33.2
Quebec .....	19.5	29.2
Nova Scotia .....	14.	21.2
New Brunswick .....	24.3	19.4
British Columbia .....	8.9	42.5
Prince Edward Island .....	11.5	13.

The urban population of the whole of Canada in 1871 was 18.8 per cent. of the whole population, and in 1891 it was 28.7 of the population. The rural population of the whole of Canada in 1871 was 81.2 per cent. of the whole population and in 1891 it was 71.3 of the population.

The Province of New Brunswick seems to be the only Province of the Dominion where the rural population has increased since 1871. That this increase is owing to the School System of the Province of New Brunswick has not, as far as I know, been urged by any one, nor can I discover in the equipment of its schools nor in the courses of study pursued by its pupils, any reason for believing that the education received by its school population has had such an effect.

#### ENGLAND, GERMANY AND FRANCE.

From 1851 to 1881 the population of England increased 45 per cent., all of which was urban in its character, the rural population all the while being stationary. From a statement made by the Hon. David A. Wells, the eminent American statistician, it appears that the value of the agricultural lands in England has decreased within the same time £138,000,000 sterling, and that the area of cultivated land has decreased by 1,000,000 acres. In Germany, from 1880 to 1885, the whole population increased at the rate of half a million per year, whereas the rural population

decreased 156,000. During the same time the rural population of France decreased 450,000. The authority quoted above says that in France and Germany farms are deserted because they do not pay the cost of tillage.

#### UNITED STATES.

In 1860 the urban population of the United States was 16.1 of the whole population, or 5,070,000. In 1890 the urban population was 29.1 of the total population, or 18,235,000. The urban population increased nearly four-fold while the rural population did not quite double itself. Between 1860 and 1890 the rural population increased 14 per cent. and the urban population 61 per cent.

In Michigan there were 7,419 fewer farmers in 1890 than in 1880 although the population of the State increased 457,000. In the North Atlantic States, viz., Maine, New Hampshire, Vermont, Massachusetts, Rhode Island, Connecticut, New York, New Jersey, Pennsylvania, the value of the farm lands and buildings decreased 9.4 per cent. between 1880 and 1890. In the same period, the decrease in farm lands and buildings in Ontario was 1.33.

#### CONCLUSIONS TO BE DRAWN.

From the foregoing statistics, it is evident that if the School System of Ontario is the cause of the increase of the urban population as compared with the rural, the Schools Systems of other countries are equally at fault. It may be that in Ontario we have not devoted sufficient attention to technical education and to such a diversified course of study as would relate the school work as closely as should be done to the occupations of the people; and yet in Germany, where the School System has been organized with special reference to the occupations of the people, there appears to be an abnormal growth of the urban population. As an instance of this diversified system of instruction, it may be said that in 1891 Germany had 9 technical High Schools, 31 Middle Schools of Agriculture, 15 School of Mining, 15 Schools of Architecture and Buildings, 9 Academies of Forestry and 23 Schools of Art Industries as well as numerous smaller private Agricultural Colleges and Trade Schools. (Statesman's Year Book 1896).

In the United Kingdom of Great Britain and Ireland there was spent in 1895 719,155 pounds sterling for the promotion of Science and Art. In 1894, the number of Science Schools was 2,602 with an attendance of 183,120 pupils. The number of Art Schools and classes was 1,758 with an attendance of 136,324 pupils.

### AGRICULTURAL EDUCATION IN THE UNITED STATES.

In every State of the American Republic, provision has been made for instruction in Agricultural Science and the Mechanical Arts. There are in all 63 institutions of this kind, with an attendance, in 1893, of 16,602 pupils, conducted by a staff of 1,616 Professors and Instructors, and owning buildings with their equipment valued at \$17,537,621 and costing for running expenses \$5,901,714.77. Some of these institutions conduct courses in the Mechanical arts in addition to Agriculture, but two-thirds of the expenditure at least is on account of the Agriculture Course of Study.

Notwithstanding the generous provision thus made by the United States for Agriculture, the Urban population is increasing more than four times as fast as the Rural population. Strange to say even many of the students who attend the Agricultural Colleges and who receive specific instruction in that subject and whose return to the farm, of all others, might reasonably be expected, do not after graduation continue in the profession for which they were specially educated. Mr. W. S. Harwood, in an article in the North American Review, informs us that in order to ascertain how many of the students who graduated from the Agricultural Colleges of the United States returned to the farm, he sent a circular letter to these Colleges asking for the total number of students who graduated since the Colleges were established and the percentage who went back to the farm after graduation. The replies cover 26 States and are to the effect that out of 3,078 graduates only 61 per cent. or little more than half returned to the farm. Not only did the School System of the United States fail generally to keep the Rural population on the farm but the education of its Agricultural Colleges was equally unsuccessful.

### AGRICULTURE NOT TAUGHT IN OUR SCHOOLS.

But it is said that the Course of Study should have an Agricultural trend, and it is the want of this that works so much mischief. In reply, allow me to say that the farmers of Ontario above all things want their children to have as good an education as the children of any other class of the community. A knowledge of the three R's, with such related subjects as constitute any well accredited school curriculum, is the foundation of all education, without which neither Agriculture nor any other specialty can be effectively taught. As a matter of fact, therefore, during the limited school course, if these subjects are well taught, all is done that most teachers can do with a proper regard to efficiency. To attempt less would be to weaken the educational value of our Course of Study. To attempt more is not without danger to the success of all. In order, how-



ever, to give elasticity to our Course of Study, provisions were made in the Regulations of 1891 that Agriculture should be taught in any Rural School when so directed by the trustees, and although five years have elapsed since that Regulation was approved, so far as I know, not a single Rural School has availed itself of the privilege thus afforded. For over ten years High School trustees had the privilege of ordering that Agricultural Chemistry should be taught in the High Schools, and so far as I know, not a single Board of High School Trustees has directed instruction to be given on that subject. If these two circumstances are indications of public opinion with regard to the study of Agriculture, then there is but little demand for its introduction either into Public or High Schools.

It may be said again, that the High Schools create a distaste for an agricultural life. Is this the fault of the Course of Study? The same thing happens, as I have already shown, in the United States, where the student is specially engaged in the study of farming in the Agricultural Colleges. That our High Schools have not altogether failed in this respect is evident from the fact previously stated that in 1895, 1,112 pupils left the High Schools to renew the pursuit of Agriculture. Since 1872, 15,598 High School pupils, in all, returned to the farm after having completed their High School Course of Study.

#### WHY DO BOYS LEAVE THE FARM ?

If we do not appear to find in our School System sufficient reason for the large transfer of population from the farms to the cities and towns, which we know to have taken place, may we not enquire what other influences could have produced the change. Let me enumerate a few :—

(1) There has been a great reduction in the profits of farming, and as labor and capital always seek the best market, the effect upon the rural population must necessarily be injurious.

(2) Improved machinery has rendered human labor less necessary than before, no doubt displacing several thousands who would be employed under former conditions.

(3) The opening up of the country by means of railways has increased the attractiveness of urban life to farmers' sons and daughters, and, on that account, farm life has become somewhat more irksome.

(4) The social habits of the people and the glamour thrown around the enjoyments of urban life have had an effect on the rural population.

(5) The abnormal growth of many of our manufacturing industries attracted many young men and women from the farm. In 1878 did we not invite the people of Canada to rush to our cities and towns and to

embark in all sorts of industrial pursuits? Did we not promise them protection against foreign goods and such control of the home market as would enable them in a very few years to accumulate wealth beyond the dreams of avarice? Was not our tariff, in many respects, so adjusted as to decrease the profits of the farm, while it ministered to the interests of the manufacturer? And now, the critics, in looking over the deserted waste which an unreasonable protective policy produced, instead of calmly accepting the responsibility of mortgaged farms and a depressed rural population, attempt with perverse ingenuity, to fix the responsibility on the School System of the country.

#### SCHOOL SYSTEM DEPOPULATING THE COUNTRY.

It is said, again, that our School System is depopulating the country. Does any person believe this is true? Whoever heard of a Canadian expatriating himself because of our defective School System? If it be true, as I fear it is, that there are thousands of Canadian farmers to be found on the prairies of the West, does not that prove that the School System did not create in them a distaste for farming because they follow in a foreign country the vocation for which they were trained here? The same argument will apply to Canadians employed in the factories of the United States. The education they received in Ontario did not unfit them for industrial pursuits elsewhere, otherwise on leaving the country they would have changed their vocation. And as to the professional men who leave Canada for the United States, we know that the success which they have achieved has been due, not to the defective character of our School system, but to its excellence. What an illustration of the defective early training is offered by the case of Dr. Paton, President of Princeton University, and of Dr. Osler who has obtained a first place at Johns Hopkins.

By a similar argument might we not say that those who come to Canada from the British Islands and from Europe expatriated themselves because of the defective school systems under which they were trained. Of the thousands, Scotch, English, Irish, German and Welsh who have made Ontario their home, how many of them left the land of their birth because of its educational disadvantages?

#### ARE WE OVER-EDUCATED?

But it is said the people are being over-educated, and that instead of being contented in the sphere in which they are born, the laboring classes are not satisfied with the rewards of humble though honest labor. It is difficult for me to understand how a people can be over-educated. I think all of us will agree that, even in a technical sense, there are not

many over-educated people in Ontario to-day. Admitting that the professions are crowded, whose business is it to limit the number who shall enter the professions? In olden times there were guilds for regulating the various callings in the nation, but guilds were supposed to have perished with the civilization of the 19th century. Is it proposed to revive them at the beginning of the 20th? But then education induces people to aspire beyond their station in life. Who has any right to fix a man's station in life? Vassalage perished in England with the Plantagenets. Is it proposed to restore it so that he that is born a farmer shall be a farmer still, and he that is born a laborer shall be a laborer still and he that is born a blacksmith shall be a blacksmith still? What is meant by this declaration of social superiority which we sometimes hear when the education of the masses is discussed? What makes one man better than another in this free country? Is it not character, energy and education? Who then has any right to say to the humblest citizen of Ontario, whether he comes from the farm of the backwoodsman or from the workshop of the humblest laborer, that he has not a right to aspire to any position to which manhood and character are the qualifications. Count over the number of influential men in all the professions, in all the pulpits and in all the Parliaments of Canada and it will be found that the majority of them have made for themselves an honorable name because their country was magnanimous enough to provide them with a liberal education.

And shall we stay our hand? Shall the magnificent record which our sons have made for themselves in this Province or in other parts of the world to which they have gone for the purpose of improving their position, be disregarded, and shall we in the zenith of our prosperity and intellectual vigor pour contempt upon the causes which have led to our pre-eminence? The sons of Scotland have in every land and in every clime won for themselves a distinguished place because for three centuries the School System of Scotland gave to them an education more thorough and comprehensive than could be found in any other part of the Continent of Europe. It may have wanted, in some respects, in the refinements of modern systems. It may be rugged as the land in which it was obtained, but it gave to its possessor an intellectual vigor and strength of character which enabled him to out-distance his competitors in almost every department of activity, and which more than anything else has been the glory of that land of peerless literature and romance. Shall we, rich as we are in resources, favored as we are by climate and geographical position, reject the lessons of history and lower the standards of Canadian education? Already in competition with the world, we have acquired no ordinary distinction. Instead of carping at trifles, which only the cynical

would criticise, instead of impugning motives which none but the suspicious would imagine, should we not rather unite our forces and strengthen the foundation of our system so that the records of the past would be a prelude to the still greater achievements of a united people and a friendly Parliament?

## APPENDIX.

*Statement of Cost of Departmental Examinations, 1895-6, by the Chief Accountant of the Education Department.*

## 1895

Salaries, Printer, Asst. Printer, Secy. to Committee and Clerk, etc .....	\$ 2,359 25
Sub-examiners, services and expenses, including Com. Exams., extra clerical assistance, etc.....	16,661 53
Sub-examiners, Entrance and P. S. Leaving Papers ..	90 00
Board of Exam., Chairman and 15 members, service and expenses.....	1,346 80
Appeal Examiners .....	1,364 91
Kindergarten Exams., services and expenses.....	215 10
Nor. Sch. Exam., services and expenses.....	786 35
Nor. Coll. Exam., services and expenses.....	637 95
Bracebridge Mod. Sch. Exam., services and expenses.	72 55
Specimens, etc., for Microscopical Exam.....	121 25
Warwick & R., Rowsell & H., printing, etc.....	979 54
Queen's Printer, printing paper, envelopes, etc.....	1,259 93
Postage stamps (proportion) .....	190 00
Sundries for printer, type, etc., power, pressmen, etc.	210 05
Examination sundries, bags, rent of tables, etc.....	111 02
Sundries, express charges, freight, etc.....	97 93
Advertising .....	177 00
Proportion, salaries .....	3,295 00
<i>Total expenditure, 1895 .....</i>	<i>\$29,976 16</i>
Total fees received, 1895 .....	\$27,892 56
Less refunds .....	515 00
<i>Net receipts from fees.....</i>	<i>\$27,377 56</i>

## 1896.

<i>Total expenditure, 1896</i> .....	\$29,550 00
Proportion, salaries .....	3,385 00

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*Grand total, 1896* ..... \$32,935 00

Total fees received, 1896 .....	\$34,661 58
Less refunds .....	659 00

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*Net receipts from fees* ..... \$34,002 58

FRANCIS J. TAYLOR,

Chief Clerk and Acct.

EDUCATION DEPARTMENT,

23rd January, 1897.

### WORLD'S EXPOSITION AWARDS.

The medals and diplomas awarded to the exhibitors in the Educational Court of Ontario at the World's Columbian Exposition, Chicago, 1893, shew how the school system of Ontario stood in competition with the other systems of the world.

#### 1. *Provincial Government of Ontario.*

The special awards made to the Provincial Government for the General Educational Exhibit from Ontario is expressed in the following terms :  
 "For a system of Public Instruction almost ideal in the perfection of its details, and the unity which binds together in one great whole all the schools from the Kindergarten to the University."

#### 2. *The Minister of Education, Hon. G. W. Ross, LL.D.*

The special award made to the Minister of Education for the Exhibit of School Apparatus and Text Books, is expressed in the following terms :  
 "The Apparatus for scientific teaching in the Elementary and High Schools is of good size, substantial construction, and well selected, and fitted for use in the illustration of elementary science. The Text-Books are samples of those in use in the Elementary and High Schools written by prominent teachers in the Province and of well tested merit."

#### 3. *Education Department of Ontario.*

1. *Exhibit* :—Education Diagrams, Charts and Statistics.

*Award* :—For completeness and statistical value.

2. *Exhibit* :—Educational Exhibit.

*Award* :—1st for an excellent system of Kindergarten and Primary work, prepared for the Public Schools. 2nd for an excellent system of primary, secondary and superior instruction afforded all students throughout the Province.

3. *Exhibit* :—Roman Catholic Separate Schools :—School work and photographs of School houses.

*Award* :—For general excellence of School work as represented by Specimens and Pictures.

4. *Exhibit* :—System of Provincial Training of Teachers.

*Award* :—For a very superior system of County Model Schools, Provincial Model Schools, County Teachers' Institutes and the School of Pedagogy, and for excellent results already attained.

5. *Exhibit* :—School Apparatus and Text Books.

*Award* :—The Chemical and Physical Apparatus specially prepared for Normal and High Schools, is of a high order, it is easy of manipulation, exact in operation, comprehensive, artistic and skilfully made. Text Books show careful and judicious selection and grading, good printing and binding, and a good method of placement in Public Schools.

6. *Exhibit* :—Work of Students in Art Schools and Mechanics' Institutes.

*Award* :—For artistic beauty and practical nature of the specimens

7. *Exhibit* :—Schools for Deaf and Dumb, Blind and Feeble-minded.

*Award* :—Marked by careful, thoughtful and skilful attention to the needs of these defective classes.

*Diploma of Honorable Mention to Dr. S. P. May, Toronto, Director of Ontario Educational Court.*

Granted under a resolution of the Congress of the United States conferred upon those who assisted in the production and perfection of exhibits.

“That he, by designing the artistic arrangement of the Educational display, assisted in the production and perfection of the exhibit of the Province of Ontario, Canada.”